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43 ADDRESSES

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Hon. NORMAN J. COLMAN,

U. S. COMMISSIONER OF AGRICULTURE,

AND

Dr. D. E. SALMON,

CHIEF OF THE BUREAU OF ANIMAL INDUSTRY,

DELIVERED BEFORE THE

NATIONAL CATTLE GROWERS' CONVENTION,

HELD AT

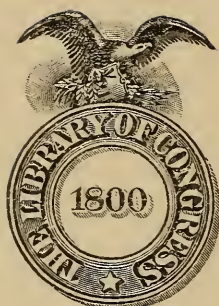
KANSAS CITY, MO.,

OCTOBER 31 and NOVEMBER 1-2, 1887.

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Hon. NORMAN J. COLMAN,^{*arg*}

U. S. COMMISSIONER OF AGRICULTURE,^{*11*}

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ADDRESS

OF

Hon. NORMAN J. COLMAN,

U. S. Commissioner of Agriculture.

GENTLEMEN OF THE CONVENTION: It gives me great pleasure to meet you all, representing, as you do, one of the most important industries in the country, estimated in value at \$1,200,000,000. I am glad to meet you, and to tell you something of what I have endeavored to accomplish in my official capacity to protect your interests and the cattle interests of the country.

When I accepted my present position I determined to do what I could towards advancing the cattle interests in a legitimate way, and if my endeavors have met your approval I heartily appreciate it. I am aware that the clouds of misfortune now hang over the cattle industry, still I perceive a silver lining to the clouds. I am satisfied, from all I can see and from all the information I can obtain, that the return of the industry to a prosperous condition is certain. The enormous increase in the population of the country must create a demand for beef that is bound to bring back prosperity to the industry.

I have prepared a brief statement which I wish to submit to you, showing what has been done by the Department with which I am identified towards the eradication of contagious diseases among cattle, and particularly towards the suppression of the disease known as pleuro-pneumonia.

Among the subjects of greatest importance to the industry which you represent there is nothing which concerns you more than that of contagious pleuro-pneumonia among cattle. This insidious disease, which has so seriously injured the cattle interests of England, Scotland, Ireland, and the whole Continent of Europe, has, as you know, secured a foothold in this country, and is now threatening the great cattle industry of the United States. As this subject is one of such peculiar interest to you, and as Congress has placed the work of suppressing this plague in charge of a Bureau that is under my supervision, it will be appropriate for me to make a statement, semi-officially in character, of the means that have been adopted and the work that has been done to secure the extirpation of this plague.

The act of Congress creating the Bureau of Animal Industry was deficient in several particulars. It limited the number of employes to twenty (20); it gave no power to destroy diseased or exposed animals; it limited the expenditure of money to quarantining and disinfecting herds and premises in States whose executive officers would co-operate with the Bureau of Animal Industry; it appropriated an amount of money insufficient to accomplish any practical results; and lastly, it failed to provide proper penalties for the enforcement of the means adopted to extirpate this disease. It was hoped that these defects would be corrected at the last session of Congress, but the unfortunate division of sentiment between the two different measures apparently prevented legislation which might otherwise have been obtained. The friends of the Bureau of Animal Industry, however, succeeded in obtaining at the very close of the session an appropriation of \$500,000, the first that has been sufficiently large to be of practical use in stamping out disease, and at the same time some additional

authority was conferred upon the Bureau in the appropriating act. The limit to the number of employes was removed, the right to kill both diseased and exposed animals was granted, and money could be expended in States even though the authorities failed to co-operate with the Bureau.

Immediately after the passage of this act, and in consultation with the Chief of the Bureau of Animal Industry, I prepared rules and regulations for the suppression of contagious pleuro-pneumonia, in accordance with section 3 of the act of Congress approved May 29, 1884; and these rules and regulations, by virtue of the authority contained in that section, became of equal force as if made by Congress itself. These rules I certified to the governors of all the States and Territories, and asked their co-operation in enforcing them. The governors of thirty-one States and Territories accepted these rules and regulations, and promised the assistance of the police officers of their respective States and Territories to secure their enforcement.

To further strengthen the hands of the Bureau in accomplishing its work, I suggested to the legislatures of several States then in session an act providing for State co-operation by placing the work in charge of the Bureau of Animal Industry, and providing penalties for violation of any quarantine regulations that might be made. The bill that I suggested was considered favorably and became a law in the States of Rhode Island, Virginia, New York, and Illinois. So much for what has been done in securing authority and power to carry on this work. I will now tell you what work has actually been done toward suppressing the disease.

I placed in quarantine Cook county, Ill., on the 24th day of May, 1887. On the same day I placed in quarantine the counties of Baltimore, Howard, Carroll, and Prince George, in the State of Maryland, and the counties of New York, Westchester, Kings, Queens, Suffolk, and Richmond, in the State of New York. As Cook county, Ill., was the point of greatest danger to the cattle industry, I placed in charge of the work there Professor James Law, professor of veterinary medicine in Cornell University, and State veterinarian of the State of New York. In Maryland the work was in charge of Doctor Wray, and in New York in charge of Doctors McLean and Bell.

At the time of making these quarantines I issued a circular letter to all of the railroad companies throughout the United States, requesting their co-operation with the Bureau, and suggesting the most effective way in which they could be useful in assisting us to suppress pleuro-pneumonia and prevent its spread. And I am pleased to state that very effective assistance has been rendered us by the railroad companies, and in every instance we find them refusing to ship any cattle from quarantined districts without permits given by our inspectors. They also show a disposition to keep their cattle-cars cleaner and in better condition than formerly. During the past year, from January 1 to October 15, inspectors of the Bureau of Animal Industry have examined 12,655 herds of cattle. These herds contained 92,696 head. During the same period of time they placed in special quarantine 478 herds, containing 6,956 animals, and 1,209 of these animals were found diseased. This statement does not include the animals quarantined in the city of Chicago. There have been killed and post-mortem examinations made of 7,741 head of cattle, and 1,572 of these animals were, on post-mortem examination, found to be affected with contagious pleuro-pneumonia. These figures represent the total work of the Bureau in all the quarantined districts.

And now as to the work done in the respective quarantine counties. This work in Cook county, Ill., was, as I have stated, placed in charge of Professor Law, of New York State. This gentleman needs no words of praise from me either as to his ability or character. His reputation is national, and the result of his work in Chicago is my best indorsement for having assigned him this task. With the hearty and active co-operation of the State officers of Illinois, the Bureau during the last six months established a thorough and effective quarantine in Chicago. Every bovine animal was inspected and tagged; not a cow could be moved from one stable to an-

other, or through the streets, or on the commons, without a permit from the officers of the Bureau. Not an animal was allowed to enter or leave the quarantined district without such a permit. As quickly as diseased animals were found they were slaughtered, as well as all animals with which they had come in contact. When premises were cleared of stock, they were thoroughly disinfected by the Bureau's disinfecting corps. As a result of this work, carefully, thoroughly, and systematically performed, I am able to-day to state to you that pleuro-pneumonia has been successfully stamped out of Cook county, Ill., and there is no longer any danger to be feared from that locality. The quarantine will be removed about the 1st of December, and the thanks of the cattlemen of the country are due to Dr. Salmon, Chief of the Bureau of Animal Industry; to Professor Law, and to the State Board of Illinois for this successful termination of their work in Chicago. The total number of herds examined in Chicago since January 1, of the present year, is 6,652, and the number of animals is 22,447. A total of 4,607 cattle were killed and 349 found diseased.

While Chicago, being in the heart of the cattle district and a great distributing center, has seemed to be the greatest point of danger, the States of Maryland and New York are in reality the great hot-beds of contagious pleuro-pneumonia in this country. For years it has existed in Maryland, and defied all efforts of the State authorities to stamp it out. In New York State, the cities of New York and Brooklyn and their suburbs are plague-spots that have been infected for more than forty years, and from which the disease has again and again spread to other parts of the country.

In Maryland, to-day, we have the disease under control. The same system of quarantine that was enforced in Chicago is being established in Baltimore. Professor Law is at present reorganizing the work in that city, and it will be done as thoroughly as is possible. As the disease exists there to a greater extent than it did in Chicago, and as the contagion is, as I might say, "rooted in the soil," it will take a much longer time to effectually stamp it out. What has already been done since January 1st is shown by the following figures:

Three thousand eight hundred and fifty-five herds have been examined, numbering 45,387 head of cattle; 298 herds have been placed in special quarantine, both State and National, and 3,808 animals, forming these herds, have been locked and chained. Eight hundred and fifty-three of these animals were diagnosed as being diseased. We have purchased and killed in Maryland 2,224 animals, and 954 of these on post-mortem examination were found to have contagious pleuro-pneumonia.

The disease in Maryland to day is practically confined to the county of Baltimore. We believe we have succeeded in stamping it out in the counties of Howard, Carroll, and Prince George, but the quarantine of these counties will be maintained until "assurance" has been made "doubly sure."

In Virginia and the District of Columbia the Bureau has failed to find any pleuro-pneumonia during the past year. Some 3,675 animals were examined and none showed any symptoms of the disease.

In New Jersey some cases of pleuro-pneumonia have been found. Nearly 10,000 animals have been examined and 561 of them placed in quarantine; 62 animals have been slaughtered, 31 of them having the plague. The Bureau and the State officers are working in harmony, and all precautions are being taken to promptly destroy every herd among which the disease may be found. The ferries and water fronts of Jersey City are carefully guarded to prevent stock coming into the State from the infected districts of New York.

The outbreaks found in New Jersey have been mostly traced to animals brought into the State from the infected districts of New York. This importation of cattle is now being watched, and it is thought further outbreaks from this source will be prevented.

In New York State fresh outbreaks of pleuro-pneumonia have occurred during the

year in Delaware and Washington counties. The infected herds in these counties were promptly seized by the officers of the Bureau and the plague was quickly stamped out. In both instances the disease was traced to cattle purchased at the stockyards of New York city. Since that time the county of New York has been placed under a strict quarantine, and we hope to prevent any more outbreaks from this source. The act of the legislature of New York, together with an executive order made by the governor of the State, places the work completely in the hands of the Bureau of Animal Industry. It is made a misdemeanor to move any bovine animal out of the quarantined districts without permits from the officers of this Bureau. You can see, therefore, that we have all the necessary authority and penalties to carry on the work successfully in New York. So far there have been examined in New York State 11,234 animals, and 848 animals have been slaughtered, 238 of them being diseased.

I have thus, gentlemen, briefly sketched for you the work of the Bureau of Animal Industry for the year 1887. I might summarize it by saying that pleuro-pneumonia has been stamped out of Chicago, Ill., out of the counties of Delaware and Washington, State of New York, and the counties of Howard, Carroll, and Prince George, in Maryland; and that it is under control in Baltimore, Md., and in the remaining infected districts in the State of New York. The Bureau at present has all the authority and law necessary for it to successfully handle the disease in the States where it exists, and the most important thing that remains to be done in the way of legislation is to obtain "the sinews of war" for next year in the shape of a sufficient appropriation that may be used for the same purposes as that given for the current year. It is true that some amendments are needed to the animal industry law, but with an appropriation clause such as we are now working under, such amendments are not essential to the success of the pleuro-pneumonia work. Any new legislation urged by the friends of this work should be first considered with the greatest possible care. It would be far better to have no additional legislation of this character than to secure that which would cripple the work now in such active progress and having such prospects of success. I trust that the Convention will consider this subject with deliberation, and I promise you my sincerest efforts in the future, as in the past, to bring about the speedy extermination of this dangerous plague.

In conclusion, gentlemen, I will state that I have not alluded to the fact that I have extirpated the disease in my own State of Missouri. Brought into the State by a bull shipped from Illinois, it cost the cattle industry of the State more than \$1,000,000 before it was successfully stamped out. Nor have I mentioned Kentucky, where it cost the cattle industry of that State \$2,000,000 before its final eradication by the combined action of the State and National authorities.

This disease came by importation from Europe. In Great Britain alone, in the last forty-five years \$500,000,000 worth of cattle have been affected by it. Measures have been taken to stamp out the disease there, but the attempt has been ineffectual, not because the laws were not strong enough, but because of the tender-footedness of the authorities having the enforcement of the laws, and the result is it exists there to-day to an alarming extent, and there is no telling when it will be wiped out.

In Scotland the disease has prevailed to such an extent that our Government has prohibited further importations from that country. The plague was brought to the Canadian quarantine station near Quebec, and when it was discovered, the cattle were not only killed but the stables in which they had been kept were burned to the ground. In this way the disease was immediately stamped out and the commerce of the country was saved from injurious restrictions. I believe this disease needs and requires heroic treatment. If my life is spared, I am determined to so push the work of extirpation that before the expiration of my term of office it can be said that not a trace of this dread disease exists within our borders. When this is accomplished it might be well to prohibit all importations from Great Britain if not from the whole of Europe.

ADDRESS

OF

Dr. D. E. SALMON,

Chief of the Bureau of Animal Industry.

GENTLEMEN OF THE CONVENTION:—The outbreak of pleuro-pneumonia at Chicago is at an end. The quarantine restrictions on Cook county will soon be removed. Once more we are able to say that this dreaded disease has been stamped out wherever found in the States west of the Alleghany Mountains. The three and a quarter years which have passed since the first discovery of this Old World plague upon the soil of Illinois have been years of apprehension, of burdensome restrictions upon trade, and of disastrous losses to the stock interests of the affected States. They mark an era in the history of cattle raising in the Mississippi Valley. With the extermination of so dangerous a pest from a great section of country it is the perfection of wisdom to review the struggle and to draw lessons therefrom, to save us if possible from a repetition of the evil visitation.

For three years and a half pleuro-pneumonia existed continuously west of the Alleghanies; five States were invaded and more than 6,000 animals were exposed. This means that the outbreak was of great proportions, and, considering the territory involved and the number of animals affected, I think we may safely say it is greater than has ever been suppressed in the same length of time in any other country, even under the most perfect laws.

Our difficulties in managing this outbreak have been enormous and extremely worrying. Some of the affected States had no laws to meet the emergency; in the other States the statutes were very imperfect; under the national law we could not maintain a quarantine within a State; we could not make an inspection without the owner's consent; for over a year we could not slaughter animals; for another year we could only slaughter diseased animals, and only since last March have we been able to slaughter and compensate for both diseased and exposed animals. Imperfect laws, however, have not been our only source of trouble. Incomprehensible as it is, here in this western country, where prosperity depends upon the cattle industry, we have been compelled to meet the opposition of many whose property we were trying to protect. We have not been met in all quarters as friends striving to protect the country from a great calamity, but we have been denounced as enemies; our professional reputations and our honor have alike been attacked; the people with whom we came in contact have been incited to oppose us—criticism, abuse, villification, all have been used to prevent the passage of proper legislation. And this has not come alone from individuals, but companies, associations, and newspapers—including journals which pretend to represent farmers and stock raisers, have united to oppose the Bureau of Animal Industry and to prevent the extirpation of pleuro-pneumonia. It must always remain one of the most remarkable things connected with this outbreak that respectable men could be found to talk and write against those who were fighting the scourge, and in favor of the rascals who were scattering the contagion, and who were selling in the market the carcasses of diseased cattle.

In spite of active opposition and of defective laws we have won at last. Every plague-spot that has been discovered has been closed up, and we have no reason to believe that there is an affected animal or an infected building west of the Alleghany Mountains. Our quarantine against Cook county will be maintained but a few weeks longer—and that to make assurance doubly sure. To the veterinarians who

have labored in the field, who have quietly taken abuse and faced danger from the most lawless part of Chicago's population, but whose names have scarcely been mentioned, the country—and especially the western States and Territories—owe a debt of lasting gratitude. The history of the Chicago outbreak may be very very briefly summarized. The first case was discovered September 12, 1886, and the last sign of the plague was found in a cow killed September 10, 1887.* During that time 7,153 herds of cattle were inspected, containing 23,698 animals. Post-mortem examinations were made on the carcasses of 7,103 animals, of which 1,425 were affected with pleuro-pneumonia. The total number of cattle slaughtered by the Bureau of Animal Industry, because exposed or supposed to have been exposed to the plague, is 969, of which 172 were affected with pleuro-pneumonia. The total expense paid by the Bureau to October 25 was \$66,108.92, of which \$3,179.53 was for diseased cattle and \$13,339.84 was for exposed cattle.

There are some very important lessons which may be drawn from the history of this outbreak, and, though not entirely new to those who have studied similar outbreaks of the same plague in other sections, they should be of peculiar interest to our American stockmen, so many of whom refuse to learn, except by their own experience.

The first lesson is this: The quickest, the most thorough, the most radical method of stamping out pleuro-pneumonia is not only the best but the cheapest. With such measures less than six months were sufficient to extirpate the disease from Chicago, to remove all danger to the remainder of the State and the country, and to place us in a position to ask for the removal of commercial restrictions. There was not a single month of that time that did not cost the stock raisers of Illinois, by depreciation of the value of stock that was sold, at least twice the total expense of stamping out the disease. During the first seven months that elapsed after the plague was discovered, partly for the lack of proper laws and partly because there was not that hearty co-operation between the State and National officials which there should have been, and perhaps for some other reasons, little effective work was done, except to guard the distilleries and slaughter the cattle that were in them. The loss to the country by the effect on trade and by restrictions on commerce during this period of partial inactivity was many times the actual expense of stamping out the plague. To have adopted any other method than immediate slaughter of all diseased and exposed cattle would certainly have extended the work for months, and probably for years, if indeed it could ever have been finished. And yet some of our editors, our stock dealers, and even some of our members of Congress, have protested against this radical measure and have tried to prevail upon us to temporize, to doctor the diseased animals, and to depend upon quarantine. It is only another illustration that those who know nothing about a subject are most unsafe advisers.

The second lesson to which I direct your attention is the constant danger to the whole country while this contagion is allowed to exist in any part of it. Many times before pleuro-pneumonia reached the Mississippi Valley you were warned of the danger. But twenty, thirty, even forty years passed, and many said, "It is the old cry of wolves, to frighten the shepherd." You even doubted if there was any pleuro-pneumonia in the country. And then one summer morning you read in your papers that three Western States were certainly infected, and the contagion was being scattered over the cattle region of the interior. That was a rude awakening.

*After the delivery of this address the accuracy of this date was called in question. The difference of opinion was evidently due to the fact that while the last case of acute disease was discovered on July 28, I referred to the last case in which chronic lesions of the disease were found. Four cases showing such lesions were found during September—one on the 5th, two on the 9th, and one on the 10th. I was in Chicago September 5, and saw the lungs of the affected cow killed on that day. It was a typical case of chronic pleuro-pneumonia, with adherent lung containing a cyst in which fairly well-preserved lung tissue was still to be seen. The particular animal referred to as having been killed September 10 was a cow belonging to Julian Bach, 91 Julian street, Chicago, which was reported as having "pleuritic adhesions on left side and main and anterior lobes attached to pericardium."

For six months the plague had been near you and you did not suspect its presence. And just here many men, through ignorance of the facts, reach wrong conclusions. They say if the disease were as dangerous as reported it could never have been stamped out after remaining unrestricted for half a year. They remember, of course, that it existed scarcely longer than that in England before it was recognized, and that it remains there to-day, in spite of the greatest exertions to eradicate it. The difference in the two cases is just here: We had a system of railroads and telegraphs reaching to all parts of the country, which England did not have in 1842. More than that, we had a Bureau of Animal Industry with a liberal appropriation at its disposal for investigation. This England did not have, nor did she have any law to control the disease for twenty-five years after its introduction, and during this time it became too widely scattered, too thoroughly fixed, to be stamped out without more thorough measures than have ever been enforced there. Let me repeat, therefore, that the outbreak of 1884 has been suppressed only because we had money and men to investigate its location, and railroads and telegraphs by which we could trace affected animals across hundreds of miles of territory within a few hours.

The third lesson is the serious extent to which such an insidious disease may spread before it is discovered. The outbreak of 1884, which extended into four States and had existed more than six months before any trace of it came to light, is a very instructive example. Its progress for two years in the great live-stock center of the continent is a still more alarming demonstration of its nature. To the veterinarian such facts are not surprising. They are simply history repeating itself. The same thing occurred when various departments of France were infected, and was repeated in England. In a number of the great cities of Europe the disease was only discovered when it had made too great progress to be controlled. In a country of enormous territory like ours it is impossible to watch any considerable portion of it, and, consequently, our only safety is to exterminate the plague completely from our continent.

The fourth lesson which I see relates to the great inconvenience and loss to the affected State and to the nation from such outbreaks of disease in the West. Its presence in Illinois led to a prohibition of the movement of cattle from Illinois to many of the other States and Territories of the Union. It led to quarantine restrictions by the Canadian Government against all cattle from our country. It strengthened the Government of Great Britain in its policy of killing all American cattle at the docks where they are landed. It ruined the market for Illinois cattle for breeding purposes outside of the State. It induced the purchasers of store cattle to go to other markets than Chicago, thus disturbing an established trade and unsettling values. It created an unnatural demand for store cattle at other points, and led to the importation of such stock from Canada to fill that demand, thereby developing a competing trade liable to increase and do much future injury. The effects, therefore, have been far-reaching, even disastrous to many, and we can only regard such an outbreak as a calamity to the cattle industry, a repetition of which should be prevented if human foresight can accomplish such prevention. The magnitude of this loss in dollars and cents can never be given with accuracy; we only know that it reaches millions, and probably tens of millions of dollars.

The fifth lesson which I would impress upon you is the necessity for immediate and thorough work when this plague is first seen in a State. Such work in 1884 would probably have entirely exterminated the contagion and prevented the Chicago outbreak. But you doubtless remember the circumstances. The Bureau of Animal Industry had just been established. It had very little power within a State, and there were doubts in the mind of the then Commissioner, Dr. Loring, as to whether it had any such power; its force was limited to twenty men for the whole country; it had no authority to kill an animal, except for purposes of investigation; it could not send an inspector into a single stable or herd to investigate without the owner's consent. In the State of Illinois there was an imperfect law, small appropriation, a single

official veterinarian, who was expected to devote the greater part of his time to the glanders of horses. So much, then, for the law and the available force.

There was something else in Illinois. We were met there by an exceedingly hostile sentiment. There was no hesitation in denouncing our veterinarians as quacks and impostors; the report of pleuro-pneumonia was stigmatized as a falsehood, and delay and experimentation were demanded before any conclusion was reached. This delay I protested against; their experiments I refused to make because I knew the danger in maintaining the contagion in the vicinity of Chicago. By this refusal I gave dissatisfaction to Commissioner Loring and to many cattle men. The demand for experiments was repeated to the governor of Illinois and agreed to by him, but it was afterwards found to be a dangerous and impracticable scheme and the experiments were never made. But this discussion and hesitation engendered doubt, and doubt led to delay, and delay enabled the owners of infected herds to dispose of their animals. From all the facts which I have been able to gather, I have no doubt that cows from infected herds were sold to the distillery stables of Chicago in the fall of 1884, and that this started the great outbreak which has just been stamped out. I have no time to dwell upon this question, but the fact cannot be too strongly emphasized that promptness and thoroughness are essential to any successful work for the eradication of the contagious lung plague of cattle.

Another lesson which impresses itself upon me is the difficulty of securing new and radical legislation, even when confronted by a great emergency. At the convention held at Chicago last year there was not a man who did not feel the importance and urgent necessity of immediate legislation which would enable the officers of the National Government to go wherever this malady was known to exist, and to exterminate it by the most heroic measures. At that time we knew that the very existence of a successful cattle industry in the United States was imperiled, trade was already interrupted, and consumers were questioning the quality of their food supply. An able and energetic committee was sent to Washington to lay these facts before Congress, and although they did not ask for the kind of legislation which I believed could be most easily obtained, it is unquestionable that after they decided upon their plan they labored with great intelligence and zeal to secure the passage of their bill. The fact that this bill did not become a law, even when legislation was so sadly needed, adds to the evidence accumulated in former years that a great work of this kind is not legislated into a perfect existence at a single stroke. A little must be gained at a time, and that little must be held and added to. And this leads me to suspect that those who secured the establishment of the Bureau of Animal Industry in the Department of Agriculture "built more wisely than they knew." They put the work upon a permanent basis, they provided a force, small though it might be, which would always be ready and in the field. This force when not engaged in stamping out an epizootic disease could be utilized in investigations of great value to the stock-raisers; and like the steam fire-engines which stand in the engine-houses of our cities, with the water hot in the boilers and the fuel ready to ignite, they would always be ready to run to a fire and put it out. That, it seems to me, is the ideal of a veterinary sanitary organization.

The seventh and last lesson which I shall attempt to draw from this outbreak is that to secure the prompt and thorough extirpation of contagious pleuro-pneumonia the work must be directed by veterinarians, who alone are to be responsible for the diagnosis of the disease and the measures adopted for its control. I could not avoid seeing that the Illinois Live Stock Commission felt a responsibility, and had a responsibility resting upon them in connection with the decision of strictly professional questions, which should not be placed upon a board of business men. Now, it seems to me that many people make a mistake in not properly discriminating between professional questions and business questions. They ask for a commission of business men to stamp out contagious diseases, and expect them to do it with veterinarians as simply advisory officers or subordinates. The first question such a commission

must face when it goes to stamp out an outbreak of pleuro-pneumonia is a professional question—is the disease really pleuro-pneumonia or some other disease? And they have no method under heaven of solving this question, except to take the opinion of a subordinate—in other words, a veterinarian. The next question which comes before such a commission is equally a professional question, viz: what measures are necessary to control this outbreak? How can a business man be expected to know what animals have been so exposed that they should be slaughtered, or what districts should be quarantined, and for how long a time, or what measures of disinfection are necessary, and what agents should be used to accomplish this? These are all professional questions, and they are the leading questions in this work; the business questions are questions of detail; they are secondary questions; they relate to the methods of appraisal; of selling healthy carcasses; of enforcing the law and the regulations; of managing legal proceedings liable to arise; of dealing with financial questions; of handling individuals who try to obstruct the work, and many other complications continually arising in practical work of this nature. When, therefore, business men are called upon to direct the work of stamping out pleuro-pneumonia, and to decide the leading questions, the cart is put before the horse; the men who are responsible for the decisions do not make them, nor are they the judges of the evidence upon which they are made, and must necessarily be uncertain, hesitating, and wavering in cases where great interests are at stake.

In saying this I do not wish to be understood as in the least underestimating the value of the services of business men in connection with business questions. I take pleasure in expressing my very high appreciation of the services rendered by the Illinois Commission in this way. Their services were invaluable, and have done much to convince me that co-operation between the State Commissions and the National Bureau have many advantages which are not to be overlooked.

The present National law has been pronounced imperfect by almost every one, but, it seems to me, that the very fact of so much being accomplished under it shows that the principle is a good one; that those who have been working under it have done their duty, and that it is far better to strengthen and perfect it than to throw away all that has been accomplished in the past and begin again upon an entirely different plan. It has taken ten years of hard and constant labor to reach the position which we now occupy; our National law has been supplemented in the infected States with State legislation; our force is in the field; as your Secretary has well said, “the outposts of the enemy have been carried;” and I might add that the strongholds are besieged, and we are now preparing for the final assault upon them. Is it not unparalleled to call a victorious army from the field when it has reached such a position and to substitute a new force, organized upon different principles, to fight upon a new plan, and to be commanded by untried officers?

Gentlemen, the subject of my address was assigned to me by the executive committee; it is not exactly the topic which I would have chosen, but I have endeavored to cover the most important points that suggested themselves to me. It only remains for me to thank you for your kind attention and for the uniform courtesy that has been shown me by the cattle growers of America.

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